

Message Text

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FM SECSTATE WASHDC

TO USNMR SHAPE

USCINCEUR

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EXDIS HANDLE AS SPECAT EXCLUSIVE

FOLLOWING TEL SENT ACTION SECSTATE INFO NATO, BONN, LONDON,
TEHRAN FROM MBFR VIENNA MAY 13:

QUOTE S E C R E T MBFR VIENNA 0223

EXDIS

TEHRAN FOR SECDEL

DEPT FOR ACDA/LEON SLOSS; DEPT PASS TO OSD/ISA AND OJCS/J-5,
USNMR SHAPE AND USCINCEUR

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: EXPLANATION OF PROPOSED METHOD OF
DISAGGREGATION

REF: MBFR VIENNA 0219

1. THE FORMAT AND RULES SUGGESTED IN THE DRAFT GUIDANCE

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(REFTEL) WERE DESIGNED TO BE APPLIED COMPARABLY TO DIFFERENT
NATIONAL FORCES IN THE AREA. IN BOTH THE GROUND AND AIR FORCES,
THE BASIC CATEGORY TO WHICH OVERALL DATA IS DISAGGREGATED IS
THE HIGHEST LEVEL NATIONAL COMMAND OF A FIELD OR OPERATIONAL
NATURE (CORPS AND WINGS). HOWEVER, SINCE AT LEAST SIX
EASTERN GROUND DIVISIONS WOULD BE OMITTED BY THIS APPROACH
ALONE, THE GUIDANCE WOULD REQUIRE THEM TO BE SEPARATELY

ENUMERATED. A THIRD CATEGORY, "OTHER," WOULD INCLUDE THOSE PERSONNEL NOT ENUMERATED IN THE FIRST TWO CATEGORIES.

2. ON THE GROUND SIDE, DATA IS DISAGGREGATED TO THE CORPS, FOR WHICH THE EASTERN EQUIVALENT IS USUALLY THE ARMY. (THE ONE EXCEPTION BEING THE SOVIET CORPS AT OLOMUCE IN CZECHOSLOVAKIA.) THE HIGHER LEVELS (SUCH AS US 7TH ARMY, SOVIET GSFG, GERMAN FIELD ARMY OR NATO'S NORTHERN ARMY GROUP) WERE REJECTED BECAUSE THEY WERE THOUGHT TO BE TOO LARGE AN AGGREGATION TO BE INFORMATIVE AND POSE COMPARABILITY PROBLEMS.

3. ONE VARIATION IN THE CORPS/ARMY LEVEL OF DISAGGREGATION ARISES IN THE GDR AND POLAND, WHERE ARMIES DO NOT EXIST AS ORGANIZATIONAL ENTITIES IN PEACETIME. IN PEACETIME, THE ELEMENTS WHICH WOULD COMPRISE THE WARTIME ARMIES, ALONG WITH VARIOUS OTHER SUPPORT ELEMENTS, ARE SUBORDINATED TO THE HEADQUARTERS OF MILITARY DISTRICTS. THEREFORE, THE WESTERN APPROACH APPLIED TOO LITERALLY WOULD REQUIRE THOSE COUNTRIES TO LIST ALL OF THEIR DIVISIONS INDIVIDUALLY WHILE OTHER STATES AGGREGATED DIVISION MANPOWER IN FIGURES FOR ARMIES OR CORPS. THE PROPOSED SOLUTION IS TO ALLOW THE GDR AND POLAND TO DISAGGREGATED BY THEIR PEACETIME EQUIVALENT OF ARMIES, I.E. MILITARY DISTRICTS. SOME DISCUSSION WITH THE EAST OF ALTRNATIVES FOR COPING WITH THIS PROBLEM PROBABLY WILL BE NECESSARY AFTER WE OUTLINE THE PROPOSED METHODOLOGY TO THEM.

4. THE GUIDANCE WOULD REQUIRE THE SEPARATE LISTING OF FOUR
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INDEPENDENT SOVIET DIVISIONS AND TWO SMALL INDEPENDENT FORMATIONS CALLED DIVISIONS IN THE POLISH FORCES (SEA ASSAULT AND AIRBORNE). ON THE WESTERN SIDE, IT WOULD REQUIRE LISTING ONE INDENPENT DIVISION IN THE BUNDESWEHR, THE 6TH ARMORED INFANTRY DIVISION IN LANDJUT. THESE ARE ALL SIGNIFICANT AND EASILY DESCRIBED UNITS, THE SEPARATE ENUMERATION OF WHICH WOULD PROVIDE A MORE INFORMATIVE BASIS FOR CHECKING EASTERN DATA, AND A PRECEDENT FOR FUTURE DISAGGREGATION TO THE DIVISION LEVEL TO PROBE DISCREPANCIES THAT SHOW UP IN THE INITIAL DISAGGREGATION. FOR THAT REASON, THE DRAFT GUIDANCE PROPOSES THAT THE WEST INITIALLY ATTEMPT TO GET THE EAST TO AGREE THAT SUCH UNITS SHOULD BE LISTED SEPARATELY.

5. THE "OTHER" CATEGORY ON THE GROUND SIDE WILL BE CHIEFLY COMPRISED ON REAR SERVICES AND NATIONAL OVERHEAD, AS WELL AS TERRITORIAL FORCES AND SOME OTHER COMBAT FORMATIONS. IT WOULD ALSO INCLUDE SUCH FORMATIONS AS BERLIN BRIGADES AND THE ENTIRE CANADIAN AND LUXEMBOURG FORCES. THE "OTHER" CATEGORY WOULD

BE IDENTIFIED NATIONALLY SO THAT NATIONAL TOTALS CAN BE CALCULATED USING THE DATA TABLED.

6. IN THE AIR FORCES, THE HIGHEST OPERATIONAL LEVEL OF COMMAND WHICH CAN BE COMPARABLY APPLIED WITHIN AND BETWEEN THE ALLIANCES IS THE WING/AIR DIVISION. NUMBERED AIR FORCES (US 17TH AIR FORCE, SOVIET 16TH TACTICAL AIR ARMY, 2ND ATAF) POSE PROBLEMS SIMILAR TO THOSE DISCUSSED ABOVE FOR GROUPS OF FORCES AND ARMY GROUPS. MOST EASTERN AND WESTERN AIR FORCES HAVE AIR WINGS OR DIVISIONS. THE US, GDR, AND BELGIUM HAVE WINGS AS THEIR HIGHEST OPERATIONAL UNIT, THE USSR, FRG, POLAND AND CZECHOSLOVAKIA USE AIR DIVISION. FOR THE UK AND THE NETHERLANDS, DELEGATION HAS NOT BEEN ABLE TO IDENTIFY AN EQUIVALENT LEVEL BETWEEN HIGHER COMMANDS (E.G. RAF-GERMANY) AND INDIVIDUAL SQUADRONS. FOR THIS REASON, THE DISAGGREGATION FORMULA FOR AIR FORCE MANPOWER REFERS TO AIR
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DIVISION OR WING EQUIVALENTS. THIS ALLOWS SOME FLEXIBILITY TO WORK OUT, ON AN INDIVIDUAL BASIS WHERE ORGANIZATIONAL DIVERGENCIES DICTATE, MUTUALLY AGREEABLE COMBINATIONS THAT COULD BE CALLED AIR DIVISION OR WING EQUIVALENTS FOR THE PURPOSE OF PRESENTING FIGURES DISAGGREGATED TO A COMPARABLE LEVEL OF DETAIL. UNDER THE PROPOSED APPROACH, INDEPENDENT AVIATION SQUADRONS AND SAM REGIMENTS WOULD BE INCLUDED IN THE "ALL OTHER" CATEGORY.

7. AS AN EXAMPLE OF WHAT THE EAST MIGHT PROVIDE THE WEST IN USING THIS APPROACH, THE DELEGATION HAS DEVELOPED AN ILLUSTRATIVE TABLE COVERING PACT GROUND FORCES. IN DOING SO WE HAVE EMPLOYED NATO AGREED DATA (MCM 86-76) BUT HAVE ALLOCATED THE EASTERN FORCES TO AIR AND GROUND IN THE WAY THE EAST HAS SAID IT HAS DONE. THAT IS, ALL OF THE POLISH AND CZECH NATIONAL AIR DEFENSE ELEMENTS ARE IN AIR AND ALL HELICOPTER PERSONNEL ARE IN GROUND. FOR THIS REASON, THE TOTALS IN THE SEPARATE AIR AND GROUND CATEGORIES ARE NOT THE NATO AGREED FIGURES, BUT THE COMBINED TOTAL OF THE TWO IS. THE HELICOPTER PERSONNEL ARE COUNTED IN THE "OTHER" CATEGORY BECAUSE OF THE ABSENCE OF AN AGREED NATO POSITION ON THEIR SUBORDINATION TO SPECIFIC ARMIES. THE NATO DOCUMENT DOES NOT INDICATE SUBORDINATION OF SOVIET FORCES IN CZECHOSLOVAKIA BETWEEN THE CORPS AND GROUP HEADQUARTERS; THEREFORE, US INTELLIGENCE WAS USED. THE TABLE LISTS FORCES GEOGRAPHICALLY NORTH TO SOUTH, AND WEST TO EAST FOR UNITS ON THE SAME LONGITUDINAL AXIS.

WARSAW PACT GROUND FORCES

1) ARMIES/CORPS

2ND GDS TANK ARMY (USSR)	57,215
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MD V (5TH ARMY) (GDR)	38,610
POMERANIAN MD (2ND ARMY) (POL)	54,400
3RD SHOCK ARMY (USSR)	56,515
MD III (3RD ARMY) (GDR)	37,555
20TH GDS ARMY (USSR)	50,415

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WARSAW MD (3RD ARMY) (POL)	20,300
8TH GDS ARMY (USSR)	62,995
1 GDS TANK ARMY (USSR)	64,295
SILESIA MD (1ST ARMY) (POL)	55,650
1ST ARMY (CZ)	43,035
U/I CORPS (CGF) (USSR)	38,500
4TH ARMY (CZ)	36,800
EASTERN MD (CZ)	9,700
 SUB-TOTAL - ARMIES	 625,985

2) INDEPENDENT DIVISIONS

7TH SEA LANDING DIV (POL)	4,600
U/I TANK DIV (NGF) (USSR)	10,000
20TH TANK DIV (NGF) (USSR)	10,000
U/I MTR RIFLE DIV (CGF) (USSR)	12,500
U/I TANK DIV (CGF) (USSR)	10,000
6TH AIRBORNE DIV (POL)	3,800
 SUB-TOTAL - IND. DIV.	 50,900

3) ALL OTHER

SOVIET	115,110
GDR	30,500
POL	68,380
CSSR	48,895
 SUB-TOTAL	 262,885

4) TOTAL 939,770 RESOR
UNQUOTE CHRISTOPHER

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